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THE DIRECTOR OF CENTRAL INTELLIGENCE

WASHINGTON, D. C. 20505

September 6, 1973

MEMORANDUM FOR: The President

SUBJECT   : Objectives for the Intelligence Community

REFERENCE   : The President's Memorandum of April 18, 1973

Your directive of November 1971 included a list of major objectives that must be attained to increase substantially the efficiency and effectiveness of the intelligence community. I propose to adapt these as the Intelligence Community's objectives and to require that specific steps toward them be taken during the next four to eighteen months.

A.   The responsiveness of the U.S. foreign intelligence effort with respect to national requirements must be subject to continuing review and the quality, scope and timeliness of the community's product must be improved.

To meet these objectives, I plan to do the following regarding the National Intelligence Product:

-- through the NSCIC, determine by December 1, 1973 which national intelligence products satisfy user needs and identify new product requirements;

-- achieve significant improvements in product formats and production procedures to increase responsiveness early in 1974;

-- establish by December 31, 1973 procedures to enable the NSCIC and my own staff to review the responsiveness and quality of the community's product.

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B. Authoritative and responsible leadership for the community as a whole must be assured.

To meet this community leadership goal, I will:

-- issue specific planning objectives shortly to the elements of the community;

-- complete the restructuring and strengthening of my personal staff by October 15, 1973 to provide me independent support in community matters;

-- participate actively in the NSCIC and insure that IRAC and USIB have a dynamic and forceful role in the community;

-- review the USIB committee structure before the end of 1973 and direct, if necessary, changes to increase USIB effectiveness in advising me on national requirements;

-- review programs to upgrade the quality of intelligence personnel and improve personnel management in the community.

C. A more efficient use of resources by the community in the collection of intelligence information must be achieved. Utilization of the means available must be in consonance with approved requirements of U.S. security and national interests.

To meet this goal I will, with respect to

National Intelligence Program Budget Recommendations:

-- continue to support the President's intelligence budget for FY 1974 before Congress;

-- develop for FY 1975 and beyond National Intelligence Program Budget recommendations. These will result from the review procedure of the various intelligence entities and the total review and deliberations of the IRAC on the programs therein. The National Intelligence Program Budget will be my personal

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-- undertake selective review during the next 18 months of the following in order to better rationalize the division of labor and increase the number of services of common concern performed within the community;

-- indications and warning intelligence

-- ELINT processing and exploitation

-- current intelligence reporting

-- HUMINT operations and foreign service reporting

-- explore and, where necessary, increase the usefulness of the intelligence product to Net Assessment producers and consumers.

Tactical Intelligence:

-- submit a report in the third quarter of FY 1974 on the national/tactical intelligence interface. As a basis for this report I will,

-- ask the Department of Defense and the Joint Chiefs of Staff to review the requirements for intelligence assets in place with the military forces, and identify support which could be provided to the military forces from national assets;

-- determine, with the assistance of program managers, the contribution which can be made to the national intelligence effort by the in-place assets of the military forces, and identify the kinds and amounts of data from national assets which can be provided in a timely and usable form to military force commanders;

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          -- formulate recommendations in consultation
with the Secretary of Defense by early in
1974 to insure that the needs of national
intelligence and of military operations are
met and to avoid unnecessary overlap or
duplication in the national and tactical
areas.

E.   The provision of intelligence and its utilization must
enhance the formulation of the foreign, military and
economic policies of the U.S. Government and the plan-
ning for and conduct of military operations by U.S.
forces.

    To meet this goal I will, with respect to

Consumer Needs:

          -- implement a procedure with USIB whereby re-
quirements for collection and production of
intelligence are kept under continuing review.
Provision will be made for the introduction
of new requirements as needed and for elimina-
tion of those which become out-of-date.

Military Intelligence:

          -- have the Department of Defense identify by
November 1, 1973 the ten or so highest priority
needs in the field of technical intelligence
required by their planners;

          -- prepare for NSCIC approval in the third quarter
of FY 1974 intelligence production programs in
Soviet and Chinese military R&D, and in War-
saw Pact general purpose force effectiveness.

Economic Intelligence:

          -- identify during the second quarter of FY 1974
the current needs of the users of foreign eco-
nomic intelligence;

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    -- determine, in coordination with other Federal
       agencies, what contribution the intelligence
       community can make in this area;

    -- determine appropriate resource levels and,
       through USIB, assign responsibilities for
       collection and production in this area;

    -- provide for implementation of this program by
       the end of the third quarter of FY 1974.

Narcotics and Terrorism:

    -- in coordination with other Federal agencies,
       identify the needs for foreign intelligence
       in these areas, and match the unique capabili-
       ties of the intelligence community to those
       needs;

    -- determine by January 1, 1974 the appropriate
       assignment of responsibilities and the re-
       source levels which the community should de-
       vote to these problems.

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W.E. Colby

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National Foreign Intelligence Program

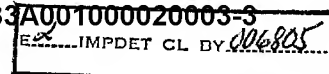Management Objectives for FY 1974

Introduction

In my memorandum to the President (September 6, 1973) on Objectives for the Intelligence Community, I specified a number of goals which are appropriate for the IRAC context. These goals were concentrated in two paragraphs: C, which dealt with the need for a more efficient use of resources by the Community, and D, which dealt with the need to review the assignment of intelligence functions within the Community to eliminate inefficient, unnecessary or out-moded activities. Following the President's approval of the 6 September memorandum, I have translated those objectives concerned with management and resource matters into a set of more detailed objectives for IRAC review and advice. Following IRAC review, Program Managers, working within their respective command channels and with my staff, will be required to produce implementing plans. These plans should specify actions and tasks to be undertaken, time schedules, and those matters relating to milestones and accomplishments that should be reported quarterly to IRAC.

A. Tasks to be coordinated by IRAC and implemented by Program Managers:

   1. Specify plans to apply analytic systems to evaluate the comparative contributions and costs of individual collection, processing and production activities aimed at satisfying national foreign intelligence objectives. (Action: IC Staff)

   2. Review national intelligence R&D programs to explore new directions and techniques in both the hard and soft sciences, to identify technological gaps and resource deficiencies, to eliminate unnecessary duplication of effort, and to provide the appropriate transfer of technology across program and organizational boundaries. (Action: R&D Council as an IRAC subcommittee)

3. Seek more efficient compartmentation procedures. (Action: USIB Security Committee)

4. Develop a system establishing an annual financial plan against which Program Managers can report to IRAC quarterly on current expenditures and pertinent management actions. (Action: IRAC W/G)

5. Explore the feasibility of achieving greater resource flexibility across program lines and recommend specific actions to obtain such flexibility. (Action: IRAC W/G)

6. Identify and provide improvements in inter-agency sharing and mutual assistance in logistics, training, communications, data processing, and administrative techniques. (Action: IRAC W/G)

7. Develop a program of resource-related studies to guide management for the current and future pro-gram years. (Action: IRAC W/G)

B. Tasks for which ASD(I) has the primary coordinating responsibility:

1. Review DOD efforts to formulate recommendations which:

(a) Identify and eliminate unnecessary overlap or duplication between activities primarily serving national requirements and those primarily serving tactical requirements.

(b) Develop systematic interchange of product to serve both national and tactical intelligence purposes.

2. Monitor contingency plans for manpower reductions for FY 1974-1978 within the Department of Defense intelligence programs, and in concert with the DCI and USIB assess the impact of such reductions on intelligence capabilities.

3. Increase the usefulness and efficiency of the Community On-Line Intelligence Exchange System (COINS) through measures such as a planned sequence of funding and the acquisition of advanced equipment compatible with the overall system and the introduction of a qualitative selection of accessible files.

C. Tasks for which the Program Managers have the primary responsibility:

1. Develop and implement annual program and periodic review procedures to examine programs and projects against clearly stated objectives reflecting levels of priority and measure progress toward such objectives.

2. Develop and implement evaluation and audit procedures which will identify for program and budget decisions the proposed current and past balances between resources required and the value of the output of individual programs. (Action: IRAC W/G)

3. Develop career management objectives and procedures within the context of departmental guidance.

4. Develop criteria for measuring productivity and plans for enhancing it.

5. Promote research and development programs in technical systems, remote control techniques, etc., which could lead to cost-effective manpower savings.

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IRAC STUDIES UNDERWAY

1. Tactical/National Interface
Essentially a DoD study of which IRAC is cognizant, but headed by a steering committee composed of General Graham (D/DCI/IC) and General Davidson (ASD(I)).

2. Management Information System
Evaluation of the present consolidated Intelligence Resource Information System (CIRIS), and the development of an alternative system if that seems necessary.

3. Imagery Mix Study
What combination of reconnaissance systems is most useful? - being prepared for decisions next July.

4. SIGINT Mix Study
What combination of SIGINT collectors is most useful? - hopefully some decisions this month.

5. COINS Study
Community On-line Information System - a continuing project of the Community to improve the ability of analysts from any intelligence agency to tap the data banks of the others.

6. Training Study
An interagency study to identify resources used to provide training in certain disciplines within the Community. Aimed at the joint utilization of facilities, the development of joint courses, etc.

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COMMUNITY OBJECTIVES   19 October 1973

	Deadline	IC Action Responsibility	Comments

Note: Para. 1 -39 from 6 Sept. Community Objectives
Para. 40-50 from draft Management Objectives
Para. 51-57 from DCI report to PFIAB

1.	Determine which intel products satisfy user needs.	1 Dec.		
2.	Identify new product requirements.	1 Dec.		
3.	Improve product formats and production procedures.	Early 1974		
4.	Establish review procedures to test responsiveness and quality of intel product.	31 Dec.		
5.	Issue specific planning objectives.	Shortly		

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	Deadline	IC Action Responsibility	Comments
6. Restructure and strengthen DCI's personal staff .	15 Oct.		
7. Participate actively in NSCIC.	–		
8. Insure USIB & IRAC have dynamic and forceful role.	–		
9. Review USIB structure and direct, if necessary, changes.	31 Dec.		
10. Upgrade quality of personnel and improve personnel management.	–		
11. Support FY 74 Budget before Congress.	–		
12. Develop for FY 75 and beyond NFIPB recommendations.	–		

		Deadline	IC Action Responsibility	Comments
13.	Institute quarterly IRAC review of resource utilization.	–		
14.	Define and complete major issue studies.	FY 1974		
15.	Form R&D Council.	mid-Oct.		
16.	Instruct R&D Council to review all R&D activity.	–		
17.	Instruct R&D Council to recommend by 1 Jan. our overall R&D strategy.	–		
18.	Review and revise assignment of intel functions to achieve greater efficiency.	–		
19.	Undertake specific studies to evaluate intel product.	–		

	Deadline	IC Action Responsibility	Comments

20. Undertake specific studies to eliminate   —
    marginal collection and production effort.

    In order to rationalize division of labor   6 Mar.75
    and increase services of common concern,
    review:

21. Indications and warning intel

22. ELINT processing and exploitation.

23. Current intel reporting.

24. HUMINT and FSO reporting.

25. Explore and perhaps increase   —
    usefulness of intel to Net Assessment.

		Deadline	IC Action Responsibility	Comments
26.	Submit report on national/tactical interface, including recommendations.	Jan-Mar 74		
27.	Get DOD/JCS support for #26.	−		
28.	Determine national intel contribution to military #26.	−		
29.	Implement USIB procedure for contingency review and update of requirements.	−		
30.	Have DOD identify about 10 highest priority needs for technical intel required by planners.	1 Nov.		
	Prepare for NSCIC approval intel production programs in:	Jan-Mar 74		
31.	Soviet & Chinese military R&D.			
32.	Effectiveness of Warsaw Pact general purpose forces.			

		Deadline	IC Action Responsibility	Comments
33.	Identify current user needs for foreign economic intel.	Oct–Dec 73		
34.	Determine what contribution intel community can make to economic problem.	Oct–Dec 73		
35.	Determine appropriate resource levels and assign collection and production responsibilities.	Oct–Dec 73		
36.	Implement economic intel programs based on #33-35.	31 Mar 74		
37.	Identify user needs for foreign intel on narcotics and terrorism.	–		
38.	Match intel community capabilities to user needs (#37).	–		
39.	Determine appropriate responsibilities and resource levels to be devoted to narcotics and terrorism.	1 Jan 74		

	Deadline	IC Action Responsibility	Comments

40. Develop analytic systems to evaluate contributions and costs of intel programs. —

41. Seek more efficient compartmentation procedures. —

42. Establish contingency plans for manpower reductions in DOD. —

43. Assess impact of #42 on intel capabilities. —

44. Increase usefulness and efficiency of COINS. —

45. Develop and implement review procedures to measure programs progress against stated objectives. —

46. Develop and implement evaluation and audit procedures to measure resources required against program output. —

		Deadline	IC Action Responsibility	Comments
47.	Improve intra- and inter-agency sharing and mutual assistance in supporting functions.	–		
48.	Develop career management objectives and procedures.	–		
49.	Develop and implement procedures to permit resource reprogramming flexibility.	–		
50.	Promote R&D in manpower saving techniques.	–		
51.	Eliminate ONE and involve NIOs in estimative function.	–		
52.	Improve community reaction to crisis situations.	–		
53.	Expand technical/analytical element of IC Staff.	–		

	Deadline	IC Action Responsibility	Comments
54. Develop overall strategy for evaluating performance of peripheral area reconnaissance operations.	–		
55. Develop objectives for each of major components in the Agency.	–		
56. IC participation and inputs in review processes of all departments and agencies in foreign intel community.	–		
57. Establish IRAC Information Working Group to improve CIRIS effort.	mid-Dec. 73		

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